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ABSTRACT

This report contains the proceedings of the conference, which focused on the relationship between the administrator and the school board. Four authors discuss this relationship from different perspectives. Rolland W. Jones enumerates a number of hallmarks of the ideal relationship as he sees it. Frank Beinder presents the trustee's view of the most efficacious board/administrator relationship, and F. J. Gathercole does the same from an administrator's point of view. F.C. Thiemann gives an organizaticnal model of the board/administrator relationship best suited to future education. A major theme of all four essays is that mutual respect, trust, and support between board members and superintendents are key elements in any successful educational organization. (Author/RA)

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BOARD / ADMINISTRATOR RELATIONSHIPS

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April 26, 27, 28, 1970

BOARD/ADMINISTRATOR RELATIONSHIPS

Edited by

D. Friesen and C. S. Bumbarger

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Introduction

A frequently recurring question at the Banff Regional Conference has been, "What relationships between superintendents and school boards result in the effective performance of both parties concerned?"

The 1970 Banff Regional Conference set out to explore some of these relationships. Two approaches were used at the Conference:

(1) An examination of the current thinking on ideal superintendent/board relationships, and

(2) An examination of the future in terms of relationships newly developing in response to the need for more effective mechanisms, both in the development of policy and in administering existing policy.

The state of affairs in regard to ideal board/superintendent relationships was outlined in the opening presentation. It enumerated responsibilities of both boards and superintendents, and emphasized the difficulties and pitfalls in attempting to completely separate chief executives from trustees in the administrative functions. In spite of the fact that roles can be specified for each, the relationship is really a partnership and must be recognized as such. It also should be remembered that relationships exist between people, - job specifications do not take account of this fact.

The future may, however, see <u>different</u> types of relationships developing. The educational scene is currently fraught with ferment and demands for change.

One alternative organizational arrangement was the focus of the second day of the Conference. The Consensus Organization, as presented, suggested new relationships resulting in increased participation of organization members in policy making. The new roles, new structures, and new functions stemming from consensus organization were discussed. They led to a critical re-evaluation of past organizations, and a willingness to consider the new structure.

A number of interesting implications for the administration of the educational organization can be gleaned from both presentations - that regarding ideal relationships and that concerning emerging organizational structures - as detailed in this resume of the 1970 Conference.

- Eds.

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FOREWORD

This publication reports the proceedings of the twelfth annual Banff Regional Conference for School Administrators. Since its inception this conference has been unique by virtue of providing an opportunity for both chief school administrators and board members to come together and discuss educational problems of a current nature. Two additional contributing factors have been (1) the location, removed from the daily pressures, and (2) the inter-provincial attendance, with conferees representing all four western provinces.

The Conference is a continuing project of the Department of Educational Administration, Faculty of Education, University of Alberta. It is viewed as a valuable opportunity to foster true two-way communication between those in academia and those in the field. The desired result is that the interchange promote the development of new insights within the participants who represent each of these fields of endeavour.

The 1970 Conference focused upon the relationship between the administrator and the school board. This report conveys the ideas presented in the formal sessions. It cannot, of course, pretend to include the many ideas from the informal discussions that inevitably occur in the course of the Conference.

THE IDEAL BOARD/SUPERINTENDENT RELATIONSHIP:
ITS DIFFERENTIATED ASPECTS

Dr. Rolland W. Jones

An important point to underscore is that the ideal is a goal - not entity. It is thus subject to change and does change with factors in the situation. Nonetheless, goal statements are valuable as guides to action.

Dr. Jones enumerates a number of hallmarks of the ideal relationship as he currently envisions it. An essential element is trust among the parties concerned. He views the administrator as a team member working jointly with the board in mutual effort to solve educational problems. While some relatively exclusive domains exist for each - the administrator and the board - there is a vast area in which their functions overlap and can best be discharged jointly.

- Eds.

"Both Board and Executive have complete responsibility and therefore the dividing line of authority can never be drawn. Only when the attempt to divide the two is abandoned and they are seen as inseparable partners can progress be made."

--Professor Cyril O. Houle

I have been asked to describe what the relationship between the trustees and the superintendent ought to be, preferably sticking to the what and why of the relationship rather than how it might be operationalized.

Let us, at the outset, modify the presumptiveness of the title a little bit. We must begin with the caution that the ideal relationship may not be desirable always. In at least one sense, there is no ideal.

For instance, what I might describe as ideal today by present standards may only be a landmark that seems desirable to reach by today's standards. However, we know by experience that before we ever get there, our aspirations, goals, and the ground rules by which we operate will have changed. We use these landmarks the way the sailor uses the North Star--not so much to get to the star but rather to check his present bearings. Social, legal and administrative conditions change. With each of these changes in external circumstances as well as with the changes within us, we aim for other and better goals.

If I were to have described the ideal board-superintendent relationship a year ago it would have been different than the one I will describe today. I am not naive enough to believe that, if I were asked to give this same talk next year, I would be describing the same kind of relationship. Ideals are only goals.

Therefore, the following comments should be taken as general overall objectives that, though they seem consistent today, we hope will change as

we ourselves grow and as society changes.

All institutions suffer from thinking they are what they used to be when they are really already becoming something different and becoming more so.

What are some of the changes? I suppose that is too general a question to ask without giving some specific examples.

One very obvious change is the new revision of the School Act in the province of Alberta. The new School Act will change the entire name-of-the-game in education, particularly in the operation of school systems at the local level. The relationship between local school boards and the Department of Education changes with the new School Act. The relationship between the School Board and the Superintendent changes dramatically.

The relationship between these parties and other employees in the system changes. With these dramatic changes in the legal and philosophical structure of local school systems, the relationships of the elected trustees with their appointed chief executive must also change in order to effect the so-called autonomy which should reside in the hands of local operating officials.

The revision of the School Act is only one example. There are so many others that I would not want my remarks a year from now quoted as the gospel for the ideal board-superintendent relationship, but rather to have them used as stepping stones for immediate action in getting things done and as guidelines for reaching for better goals in the future.

One of the pitfalls most speakers and scholars fall into when they attempt analyses of this sort is that they set up clear-cut, black and white

distinctions that fly in the teeth of common sense and practice. This paper will intentionally step into some pitfalls by enumerating some basic principles. However, before we are through, we will establish that these principles are really guidelines or useful distinctions and that for each there are useful exceptions.

One of our problems in the past has been that we set forth a rigid differentiation between the board and its chief executive. For example it was proclaimed that the board was a policy making body, should deal only with establishing policy, and have nothing to do with administration. As a corollary it was also declared that the chief executive was to adhere only to administrative matters and have nothing to do with policy. There are some very obvious virtues to be derived if we use the distinction as a guideline. However, poor boardsmanship and poor administration result when there is a rigid observance of the distinction as an unflexible law.

The following quote from Houle applies here:

> "One of the most magisterial assertions is usually uttered with an air of profundity which suggests that it must have been engraved on stone by a finger of fire at the summit of Mount Sinai. 'It is the responsibility of the board to make policy: it is the duty of the executive to carry it out.'"
> [Houle: 20]

I say at the outset, let there be gray areas. The real problems in administration arise when people try to insist on an adherence to clear-cut, black and white distinctions.

The basic overall job description, if you will, of a trustee and a superintendent for this team of board and chief executive should be heavy in its emphasis on their role in planning, in designing and in problem solving so that they can turn whatever conflicts are bound to arise in any

large enterprise into productive energy. They must have a concern for the total enterprise, the total curriculum, the complete school system. They must be both product and process oriented.

Sometimes when we have the best buildings and highest qualified teachers, fine upstanding students, a good community, we still may have meaningless schools unless the total system is engaged in attempting to fulfill its mission, carry on worthwhile programs and attain its potential.

These are areas in which the general, average board and superintendent who get caught up in the nitty-gritty of the everyday nuts and bolts routine operation of the school system find themselves neglectful. The sheer force of the many pressures and demands leave them little time for planning and designing. When they do try to make time, it is usually after they have worn themselves out and are tired with the fatigue of reacting to the many crises that seem to be their daily lot.

We have a tendency to try to simplify matters by developing policies, principles, and regulations, by recognizing only a right and wrong point of view or process. I believe that the process that brought about the creation of the modern board and the modern chief executive was extremely complex. It was a pretty radical shift for society to take. We would be selling the concept short if we oversimplified it.

Euclid gave us a principle that the shortest distance between two points is a straight line. This is a principle to which most of us subscribe by virtue of our common sense. However, one can't fly from Denver to Edmonton in a straight line. Not without stopping in Calgary at least. Sometimes, it takes a different kind of geometry to get between two points than that of

the straight line. Sometimes a curved line is the shortest way to go.

We all know, when we try to get something done in an organization, that if we follow the straight line on the organizational chart (which is supposed to indicate the line of authority,) we may be taking the longest way and the hardest route for getting the job done. Sometimes the shortest way to get the job done is to move in the direction where there aren't any lines on the organization chart.

I think the teachers, principals, parents of the general community, expect the combined wisdom of the team to be greater than that of any single board member or the superintendent, and they know that a joint decision of that group of board members has the same effect as a law even though no individual trustee has legal power to make decisions as an individual.

The team concept of school board-superintendent relationship has within it the basic idea that the superintendent and the school board are a unified, not merely just a joint, but a unified whole. We understand it better if we see it that way in terms of theory. In terms of responsibility they are equal partners. When drawing it on an organization chart, if we don't put them in the same box we should, at least, envision them side-by-side. In practice they do work together jointly, complementing each other.

No doubt this is contrary to what most textbook writers, speakers and other authorities have been preaching for years. Our general brainwashing has been that the board has ultimate responsibility by law and it has. In the extreme emergency, as a last resort, boards sometimes have to enter into an issue or a matter directly, but in practice we don't act as if everything we're doing is a last resort. This is where the theory of the authorities is wrong for an active, practicing board and superintendent. Instead of living by principles that should be followed only in the extreme, the

last resort, we practice as if the operation were normal.

When an organization is operating normally, the chief executive is giving the board advice about policy making. He is the chief guide for the board in telling it how it can best live up to its legal duties. (As a practical matter he must do this because he would be the one who would be hurt the most if the board didn't properly observe its legal obligations.)

The role of the superintendent, his participation in the board's decision making during the board meeting itself, in the hot crucible of board action has three aspects: determining, informing and advising. These are three areas where the board and superintendent ineract in a joint participation. They are the three kinds or modes of interaction. Determining is an action whereby the superintendent undertakes to resolve a problem without necessarily referring the problem to the board. Informing is where he brings a problem to the board, offers the board data relative to a solution without commitment to any course of action. Advising is where he lets the board know what his opinion is regarding what action should be taken to resolve the problem.

The superintendent should be careful not to burden the board with trivia., excessive detail on routine transactions should not swamp the board. They can't handle the voluminous paper work. Matters must be refined by him to save them from having to dig through piles and piles of information so that the flow is more selective and priorities are established to keep the board from being thrust into day to day administration.

The secret of success in the ideal board-superintendent relationship must be found in the recognition of the mutual sharing of the trust which is inherent in the concept of trusteeship.

In general, the laws creating school boards and school districts are basically enabling acts setting forth the purposes of the institution and the powers of those who must govern it. It is generally an impossibility for such laws to set forth the specific conditions and details necessary for the accomplishment of the purposes. The details are generally entrusted to an elected school board and its appointed chief executive who become the trustees in a delicate form of government which has proved its efficacy in the British world.

The concept of trusteeship is meaningless without the accompaniment of the concept of delegation. "The committee of school visitors" that has evolved in our western world was developed because the people, who are so close to their public institutions, wanted to ensure that their agents and representatives would govern their institutions with higher trust, conscience and fidelity than any common man might be capable of exercising. The people, as a mass, recognize their own capacity for arbitrariness, capriciousness, impetuosity, distraction, selfishness. The people can expect and demand from the elected trustee a higher standard of stewardship than they could expect from themselves as individuals or as a group.

There is a refined distinction between a trustee and the trusteeship. A trustee is an individual human being elected to do the job. He is, like all other human beings, imperfect and can make mistakes. He has no legally binding responsibility outside of the framework of a formal board meeting where he acts in concert with other trustees. The responsibility of the

entire group of trustees when acting as a team at an official board meeting is the concept of the trusteeship.

When the chief executive officer is a part of that board meeting, he is part of the trusteeship as well as the executive funnel through which a policy and action flow to employees and back from which they flow to the board as recommendations and reports. Perhaps the analogy of the hour glass would be a more appropriate one than that of the funnel because the hour glass concept would better exemplify the two way flow for both action and policy development between the governing board trusteeship and the operational functional level of employees. (See Figure 1)

It is also appropriate to notice here that the chief executive has a potential, not only for channeling action, but also for holding it back. The bottle-neck potential is something with which we always have to reckon. Nevertheless, the process of making things orderly, the necessity for control, does place limitations and restrictions on the flow of actions. When systematized, this becomes necessary and desirable. Without this regulatory station there would be an unbridled flow back and forth which would create the chaos of either anarchy or nihilism. No orderly, successful, goal-achieving enterprise has yet been devised that could function properly without this system.

Finis Engleman once said, "The best gauge for appraisal of a community school system is the barometric reading of the school board-superintendent relationship." The superintendent plays a pivotal role. He is both a partner to the board as well as a leader to the staff and has been called the man in the middle.

Cyril O. Houle makes some very thought provoking comments on the board-superintendent relationship. He says:

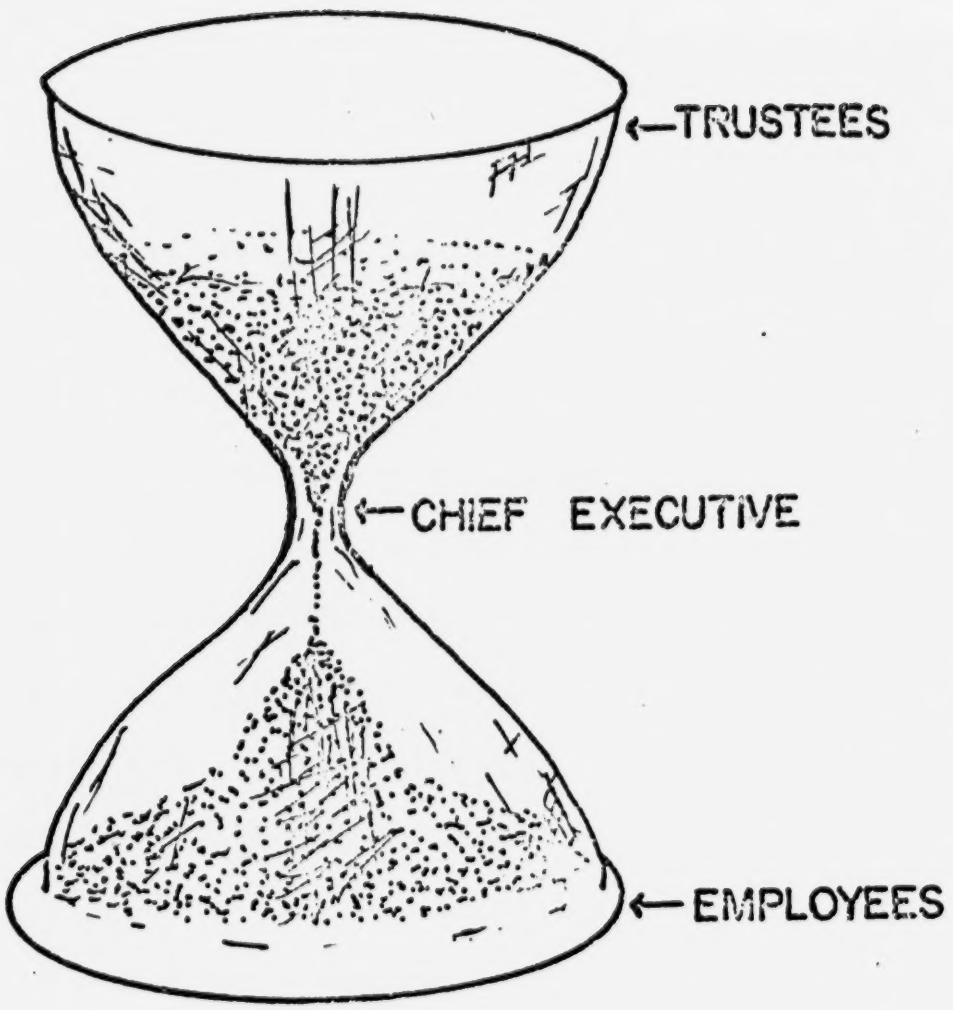

Figure 1

Flow between Policy-making and Operational Levels

"As always we've looked most intently at the major figure in the drama--the man who stands in the center of the stage with the lights shining full upon him. However his duties are organized, no matter what his field of service may be and regardless of whether he is called Superintendent, President, Chief Executive, Administrator, Commissioner, or Secretary-General, he commands a fascinated attention. He stands at the apex of a pyramid made up of many people brought together by a common purpose, and so we write his biography as a man and study him as a type realizing the ancient truth that great drama lies in what happens to the mighty individual--both as a person and as a symbol.

"Yet in the shadowy darkness at the back of the stage stands a group of people who put him where he is and if it wishes can remove him. They are faceless as a group is always faceless. Members leave from time to time but others come to take their places. Though the central figure in the spotlight changes now and then, the group always remains. It, too, has many names--the Board, the Trustees, the Regents, the Directors, the Council--but whatever it is called and whatever its particular field of service, it always has an indistinct but ultimate power. The executive stands at the apex of the people who do the work but the Board selects all of them, determines what they are to do and decides their places in the hierarchy.

"The members of a Board know very well what power they have but often they do not know what to do with it. They use that power constantly, sometimes wisely, sometimes weakly, often with no clear sense of the consequences of their acts. Sometimes the members of the Board seek their power, sometimes it comes to them as a gift. Each of them enters alone into the group in the shadows. He has but a narrow tradition to enrich him and only a few people to guide him. The members of a Board know that privately the executive is differential to them and that publicly he extolls their virtues. They know that often he has nominated them for their places on the board. What thanks do they owe him? More important -- how should they work with him? They must carry on all their other duties and can serve as Board members only part time. He is full time. They are untrained; he is professional. They must grope toward consensus; he speaks with a single voice. They have no separate staff to support their work; he has a hierarchy of helpers. As individuals they come and go; he remains. They may try to dominate him or they may give up their rights into his hands. They may resent him; they may admire him; they may envy him; they may repect him. And, such is the power of the mind to tolerate inconsistency, they often do all of these things simultaneously."

[Houle: 18]

There are certain specific responsibilities enjoyed by the board, which are, more or less, its prime function as differentiated from the separate role of the administrator. There are also certain functions for which there is a, more or less, mutual sharing of responsibilities. This can be portrayed by two circles overlapping each other. (See Figure 2.) Basic areas where there is a mutual sharing between both Board and superintendent might be delineated as follows:

1. Both the Board and the Superintendent are responsible for the total, coordinated, whole, entire operation. They must keep the overall objectives in mind. This calls for systematizing the enterprise.
2. There is a mutual partnership, a dual responsibility.
3. They both have long-range responsibilities.
4. They have mutual roles related to the overlap in policy making-executive-judicial functions.
5. They have many mutual responsibilities in planning which may or may not be related to number 3 (long-range responsibility).
6. They both have responsibilities for meeting changing conditions which again may or may not be related to number 3 or number 5.
7. They both have the major responsibility for mutually working out positive ways of making society more open.
8. They both have responsibilities for effective integration with the environment, with other organizations, with the public.
9. They both have responsibility for protecting each other from exploitation and with it the corollary responsibility to adequately utilize the competencies of the other.

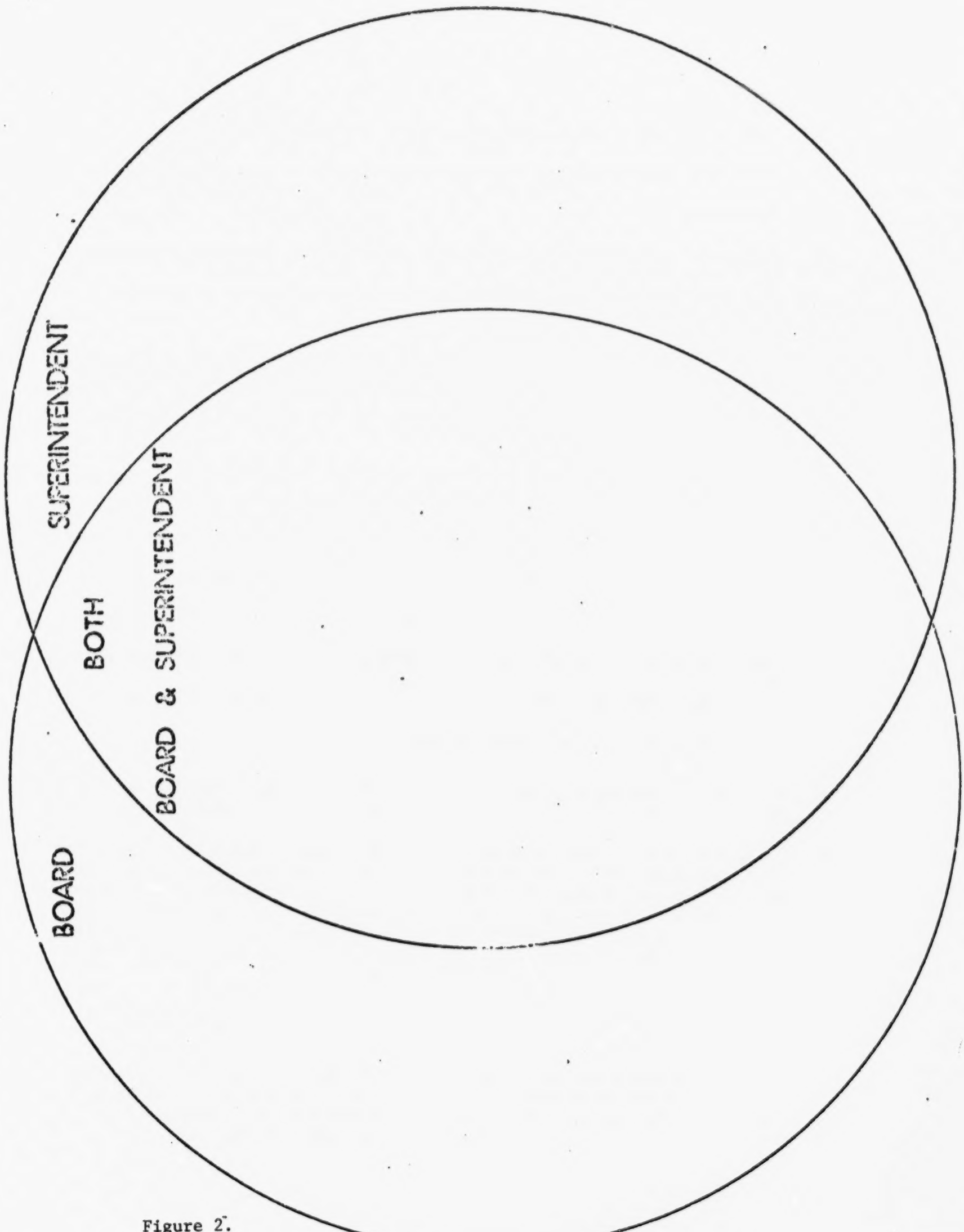

Figure 2.

Relationships between Board and Administrator Functions

10. They are jointly responsible for making the system more human.
11. They have responsibility for becoming managers of controversy and diversity.
12. They both have responsibilities for potentiating financial resources.
13. They both have responsibilities for exerting influence in politics (lobbying).
14. They both have responsibility for forcing or influencing universities to prepare teachers and administrators who are adequate for meeting the challenges in today's schools.
15. They are both accountable for quality.

The next list attempts to balance related roles of the board and the executive head or superintendent. Taking the same basic area for each, it shows how the board's role and the superintendent's role differ from each other in each of these basic areas. Therefore, it seems best to show this in two columns. The left column indicates the board's role. The right column describes the superintendent's role.

1. The staff is ultimately responsible to the Board.	1. The staff is <u>directly</u> responsible to the Superintendent.
2. The Board is the dominant partner (only exercises arbitrary authority over the executive when all else fails, works with the executive head and only works with the staff through the superintendent.)	2. The Superintendent has authority vested in him, not only from the trustees by Board action or from statute, but also from (a) his profession, (b) his prominence, (c) his ability, (d) his personality.
3. The Board selects or chooses the executive.	3. The Superintendent selects or chooses his staff.
4. The Board establishes the conditions of the Superintendent's employment and his appointment.	4. The Superintendent establishes the organizational patterns, framework and conditions for the work of the staff.

5. The Board fires or replaces the executive.	5. The Superintendent fires or replaces the staff.
6. The Board is <u>corporate</u>. (The Board acts only as a group.)	6. The Superintendent is <u>individual</u>.
7. The Board is continuous (must always make its determinations on the basis of the long term). Though the individual trustees may come and go, the Board as an entity goes on forever.	7. The Superintendent is temporary. (Though he has long-term responsibilities he also has a short-range action responsibility for which he is primarily responsible.) Also, though the Board goes on forever, chief executives may change.
8. The Board is part-time. The Board members, as individuals, have other vocations which are their full-time responsibility.	8. The Superintendent is full-time. This position is his main endeavor or employment.
9. The Board has the ultimate responsibility.	9. The Superintendent has finite, immediate or limited responsibility.
10. The Board is generally lay and non-expert in its competencies. (Though each member generally has special knowledges that he brings to bear as a trustee, he <u>represents</u> a broad constituency.)	10. The Superintendent has a professional or expert competence. (He represents the organization and the profession or the activity. The fact that he is the professional may be the greatest gift he brings to the relationship.)
11. Generally, the Board makes policy. (A useful distinction is made here that the Board should <u>try</u> to stay at the level of generality and think in broad categories with a larger perspective.)	11. The Superintendent is responsible for the execution of policy and the procedures and rules and regulations which implement policy. (Though he may frame policy for the consideration of the Board, his action phase is in terms of his specialization and the immediacy of each situation.
12. The Board is a judicial arbiter as a court of last resort.	12. The executive works out conflicts and resolves as many as possible at the administrative level.

13. Sometimes the ethical and legal responsibility of the Board and Superintendent differ. In any event the Board must make sure it does accomplish these responsibilities.	13. In addition to fulfilling his ethical and legal responsibilities, it is the Superintendent's duty to keep the Board apprised of the Board's responsibilities.
14. The Board develops and lives by its own regulations as developed in its Board by-laws.	14. The Superintendent may recommend suggested by-laws for the Board's consideration in relation to its own internal operations, but his prime responsibility is the development of procedures and regulations for the governance of the employees and the school system rather than the regulations by which the Board operates its meetings.
15. It is the responsibility of the Board and the individual trustees to support the organization and the chief executive.	15. It is the responsibility of the Superintendent to support the Board and to make sure the employees support the Board.
16. It is the Board's responsibility to keep its own trustee membership able and active.	16. The Superintendent's responsibility is keeping the employees able and active.
17. The Board's responsibility is to appraise whether or not objectives are being accomplished.	17. It is the Superintendent's responsibility to present objective facts to the Board for their appraisal.
18. It is the responsibility of the Board to recruit, train and retain competent trustees.	18. It is the Superintendent's responsibility to recruit, train and retain competent teachers and administrators.

The nice distinctions we have made between the role of the Board and the role of the Superintendent are only good as generalizations. We must refer back to the initial statement about this relationship as a

mutual partnership. I cite them as an index that they are useful distinctions but should not be used as hard and fast, dogmatic, inflexible definitions of role. It is valuable to make distinctions in differentiation of roles, but it is more important to recognize that the important relationships are those that exist between people.

As important as positions and roles are, the interaction among people constitutes the significant factor rather than the mere performance of function by or through positions. It is a useful exercise to show division of responsibility, the relationships of positions in a hierarchy and the various kinds of protocol that can be followed when the functions are separated. However, we must always remember, when we think of organizations, that organizations are, at their very foundation, people.

Neal Gross conducted research that demonstrates that school superintendents and school board members face almost exactly the same strains and tensions and have the same sources for strains and tensions. The pressures are almost identical. Both of them jointly face demands that the school put more emphasis on the 3 R's, that the schools teach more courses and subjects,on the other hand, protests about views expressed by teachers, protests about school tax increases or bond issues, demands that more money be spent for general school programs, school contracts be given to certain firms, that teachers be appointed for reasons other than professional competence. Both face demands that greater emphasis be placed on school athletic programs from some citizens and demands from other citizens that less emphasis be placed

on athletic programs. In other words, almost identical pressures on both groups of people.

In two areas in particular (and probably two of the most unique areas) it becomes very difficult to separate chief executives from the trustees in their function of administration. We refer first to the function of finding and allocating financial support as a function that is inextricably interrelated among the participants. The second function of monitoring flows of authority is also a function that is dually shared between trustees and the chief executive officer.

Lawrence Haworth sums up this mutual sharing in the following quote:

> "A genuine community is formed whenever a group of people care for something in common...their overt caring unifies them; in fact, they interact with one another and their common attitude unifies them in mind. They form a unity of intent."

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ESTABLISHING THE IDEAL BOARD/SUPERINTENDENT RELATIONSHIP: A TRUSTEE'S VIEW

Frank Beinder

Four "myths" and four "fundamental truths" form the basis for this presentation and serve to delineate some vital aspects of the desired relationship. It is possible, through inference, to discern also a number of dimensions which seem to characterize the kinds of relationships with superintendents that Mr. Beinder has experienced through his years as a school trustee. Important elements in the relationship are mutual respect and support.

- Eds.

"In former years, when a highly paternalistic system of governance seemed to be acceptable both to school boards and to a docile teaching profession, problems arising out of a differentiation of administration and teaching interests did not frequently arise. Now that both instructional and classified employees are demanding a change from the paternalistic system to one that emphasizes greater collegial responsibility for governance, and both the teachers and other employee groups are more militant in demanding involvement and representation, the situation has become critical and has led some individuals to speculate as to whether or not the superintendency is an obsolete function." [Morphet: 120]

That is a statement from the report emanating from an Eight-State Project in the United States entitled "Designing Education for the Future." [Morphet: 120]

Everyone in this group can now heave a sigh of relief because the statement continues, "Regardless of the adequacy of representations for greater collegial governance in the organization, a system of anarchy would prevail --- and it is unlikely that the public interest would be adequately protected --- if there were not an executive officer of the board whose position is also that of the administrative head of the school system."

Perhaps the point to be made is that the extreme paternalism of former days is obsolete; that the complexities of education today demand a different kind of person and a different kind of relationship with school boards. It is not only the demands of teachers, but also

the demands of school boards, for involvement which have given rise to a major concern with functions and relationships.

It is fruitless really to attempt to examine relationships unless one first differentiates between unwarranted assumptions and basic truths. In a good many years of trying conscientiously to separate fact from fiction in education and finding myself far too often with more sympathy for the teaching profession than is good for the electorate, I have come to the conclusion that in no other sector of society have the idealist and so-called expert so successfully clouded the fundamental issues. That being so, I think perhaps we might well examine Board/Superintendent relationships by considering certain oft repeated myths and certain less frequently emphasized fundamental truths. Let's look at four in each category and see to what extent they point the way to the development of an ideal relationship.

I have found one of the favourite myths to be that in the school system you can conveniently divorce the economic problems from the educational problems. This is the rationale for the proposition that it is not appropriate to have a chief executive officer. Rather that there is room in the school district for a business manager and an educational manager neither of whom is senior to the other.

My reaction to that is that the whole exercise is educational rather than financial. This doesn't mean that financial responsibility is unimportant. It does mean that there should be a senior administrative person capable of long-range educational planning. He should have a thorough understanding of the financial implications and be competent to make recommendations which must inevitably affect the

distribution of funds throughout the system. I suppose ideal relationships can only exist between ideal people and groups. However, any board wishing for peace, harmony and progress had better be looking for a Superintendent in whom they will have the utmost confidence to bring before them the kind of recommendation which has developed from a thorough understanding of the proper relationship between the seemingly purely business concerns of maintenance, grounds and janitorial services and the long range development of the district's educational program.

A second myth is one that sometimes brings me into conflict with some of my friends in Administration. It's the one that says that you can divorce responsibility for policy from responsibility for the method of its execution --- the Board makes policy, the Superintendent executes it and it's none of the Board's business how he does it. I may be sensitive about this one because I'm in the public relations business. I think one of the major responsibilities of School Boards is the public relations function. There are more ways of killing a cat than drowning it in cream. I would like to think that the concerned Superintendent would defer in large measure to the elected citizens not only in the matter of whether or not the cat should be disposed of but in the matter of which method of disposal is likely to reap the warmest public acclaim.

Myth number three is that education will progress more smoothly and effectively under a locally employed Superintendent than under

an appointee of a Department of Education. About the only unquestionable advantage I can see in the suggestion is that it's about the only way they'll ever receive salaries commensurate with those paid to their district-employed colleagues. One could probably point to a number of pretty low calibre appointees. One could also, I'm sure, find horrible examples of selections made by school boards. Superintendents are people be they appointed or selected. Most will respond to a climate of trust and respect. The fact that some inevitably won't is unlikely to be related to whether they were appointed or selected.

One other myth I would like to mention today is one that is accorded a good deal of acceptance by teachers and seems to have a surprising following among school trustees. It says that the Superintendent is the only obstruction to the assumption by individual teachers of the expanded role of educational facilitators and decision makers. Pertinent to this is a consultant's report on replies to a staff questionnaire issued in a study on possible changes in a school district in my own province. They said, "Some very constructive individual suggestions were presented. Collectively however the results were somewhat disappointing and <u>do not appear to be significant</u>, except to emphasize the need for extensive preparation, orientation and re-education before major changes in methods of teaching are introduced."

The lesson seems to be that in the matter of innovation there are often some very serious educational considerations involved. They

are things like the kind of leadership you have; the quality, background and experience of the staff of the school and the nature of the community. The school board that would usurp the administrative responsibility of its Superintendent in such matters is likely to be jumping continually from one frying pan into another -- buying merchandise as the hucksters come by to sell it.

The first of the fundamental truths which comes to mind is that it is fruitless to endeavour to establish the role of the superintendent in any precise terms. This is an exercise upon which vast amounts of time and money have geen expended, usually at the prompting of those who subscribe to the myth that you can conveniently divorce the economic problems from the educational problems. In my view the varying levels of competence and experience represented in the trustees on any given school board and the diverse nature of communities and districts dictate a closely co-operative relationship sensitive to expediency. It can be defined only in broad terms.

Another fundamental truth, an unpopular one in some circles, is that often Boards are less competent than they think they are in assessing and dealing with staff problems, aims and aspirations. One of the findings of the Eight State Study to which I referred earlier was that, "Many school boards are still inclined to operate as informal, social, discussion clubs rather than as governmental agencies which conduct the public's business." [Morphet: 1117]

It seems to me that School Boards must constantly remind themselves that their function is service to students which must never

be pushed into second place by an obsession with lay autonomy. The autonomy is demonstrated in the power to delegate appropriate functions to appropriate people and not in endeavouring to carry out all functions.

My third fundamental truth is simply that the teaching task is far more complex than it is generally conceded to be. This is well illustrated by the number of people who glibly advocate a variety of forms of merit rating for the teaching profession. Does this year's grade five class represent precisely similar job circumstances to last year's? Probably very seldom. Excellent teaching may well be the result of excellent staff relationships and excellent community relationships - factors which may change from year to year. Last year Mary Jones had thirty kids in a primary class. They were nice kids and she was just great. This year she has twenty-five. Eight are hyper-active, two have alcoholic parents who prevent the kids from sleeping three nights a week and three of them leave for school an hour after mother has left for work and get home three hours before she returns. Mary's putting up a pretty lousy performance. Are you going to dock her an increment? It really happens. The whole thing is fraught with problems, not the least of them being the tendency for many apparently responsible people to draw mathematically straight lines from unwarranted assumptions to foregone conclusions.

The ideal relationship demands a recognition on the part of school boards that the day to day problems of staff assessment and

relationships lie very positively in the professional administrative sphere. And that's not to say that Superintendents can't learn anything from the hard-nosed pragmatism of laymen who have gained their experience on other fields of battle.

My final fundamental truth is the one that is hard for educators to take and actually hard for many concerned school trustees to take. Nevertheless it must be faced. It says that however much the so-called hierarchical structure of public education may be criticized, a large measure of standardization and control is inevitable in any public system absorbing vast sums of public money. The condition will be mitigated to the extent that lay and professional control can develop mutual understanding and mutual objectives.

In the ideal relationship there will be mutual support. It involves an understanding on the part of the Superintendent of the concept that the responsibility of the trustee is to the electorate while the responsibility of the Superintendent is to the Board.

It requires at times an element of self-effacement on the part of the Superintendent since he may find himself in the position of enabling the trustee to make public statements upon matters with which he may well be capable of dealing better himself. However, it is often the public's confidence in its elected people rather than in the administration which will gain assent for programs or money. It is just as essential that the Board make clear to the public its complete confidence in its Administration.

I seem to find myself all too frequently in similar positions to that in which I stand at this moment, making statements about education the pompousness of which, in the eyes of the educators, is probably matched only by the naivete. I have, however, established a routine so far as my own district is concerned. I will not appear on a platform to make statements specific to the educational affairs of that district without the company of my District Superintendent or a member of his staff. This procedure means that I can magnanimously pass the buck and duck out when the going gets tough. It also demonstrates to the public that there is solidarity between its elected people and the administration. In public relations terms I count this as of paramount importance.

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ESTABLISHING THE IDEAL BOARD/ADMINISTRATOR RELATIONSHIP: AN ADMINISTRATOR'S VIEW

F. J. Gathercole

Five basic principles are enunciated, and developed with examples of behavior, which can be practiced by administrators desiring to achieve a good working relationship with a board. Emphasis is placed upon mutual respect and loyalty. The community is obliged to choose the best possible board; it is the board's duty to select the best possible superintendent. A well-chosen superintendent ". . . is not the man in the middle; he must be the man in front."

- Eds

Dr. Rolland Jones has described to you the ideal school board/superintendent relationship. My task is to translate that ideal into reality - to describe to you how I, a school superintendent, see this highly desirable relationship being put into daily practice.

Actually Dr. Jones has presented to us a theory of school administration. He has given us a model which should be the goal towards which we should strive in the day-to-day operation of our school systems. I can find little to challenge in it. The principles, as he has enunciated them, and the roles of the board and of the chief administrator, as he has described them, are much as I would have presented them. They seem to be a distillation of much of the best that I have read about administration and of many of the best lessons I have learned in the hard school of experience.

I ask at the outset, then, if his model is a valid one, why is it not always put into practice? In this regard I cannot but recall a comment by that droll and homey philosopher, Will Rogers. When asked what was wrong with the world, he replied in his usual laconic style, "Well, I guess it's the people!" And I would add in an equally terse way that that is why we seldom achieve the ideal relationship that Dr. Jones has described. People get in the way of accomplishing it.

The job of being a successful school superintendent or an effective school trustee is in large part a matter of good interpersonal relations. It is a question of getting people to do things

that you want done, and of having them do those things with some relish and satisfaction. This in no way suggests the Machiavellian manipulation of people either by board or superintendent. It merely says that if you are going to work with people effectively you must be familiar with the rules of the game. Call it public relations or human relations or group dynamics or inter-personal skills or just plain psychology, the simple truth is that there are things you should do and things that you should not do if you would have people act as you would have them act. Let it be said, too, that those rules of the game are not necessarily the same for all people nor are they the same today as they were a generation ago. This is simply because different people perceive their roles differently, and as any given person learns more or experiences more he tends to see his role in a somewhat different light.

This brings me, then, to the first principle I would enunciate as a guide in establishing this ideal board/superintendent relationship. In five short words, here it is:

1. Be a student of people

For every book you read on administration, read one on group dynamics. For every one you read on the role of the superintendent, read one on such a topic as "how good managers make things happen" or "the psychology of human relations." You may draw many of these titles from the field of business rather than education, but even

that is good. It serves to give a balance in your point of view that may be lacking if you spend your time reading only professional books in education.

A number of years ago I obtained a rather stimulating book by a school superintendent turned professor of school administration in which he had a chapter entitled, "How to plane a board." His concern in this chapter was simply your concern and mine: what can we as superintendents do to transform a group of five or seven or nine trustees, widely different in their backgrounds and their knowledge of education and their perception of the respective roles of trustees and superintendents, into a smoothly operating team. This is not to suggest that we want all trustees to think alike - far from it. What is important, though, is that they have a common understanding of what trustees do and what superintendents do.

It is important then that situations be provided where trustees, especially those new to a school board, may become oriented to their roles. Conferences with the board chairman or with the superintendent may be all that may be possible. At times it may be convenient to hold a school board meeting, devoted not to transacting business and making decisions but to discussing and clarifying the work of the trustee, the work of the superintendent, the procedure in board meetings, and the crucial issues confronting the board. I have also heard of school boards organizing a full-day seminar for the same purpose, but I have had no association with this kind of activity. I do know from having conducted, and from having been associated with,

several seminars of this type for our administrative officials and our principals that such seminars can have far-reaching affects on improved administration.

Here, then, is my second principle or guideline for operationalizing the ideal board/superintendent relationship:

> 2. Trustees and superintendent should take time to analyze together the work they are called upon to do and the roles each has to perform.

To observe this guideline is to sharpen role perception and to reduce conflict later.

Closely related to this principle is a third. It relates to reducing board procedures, approved board practices, and role descriptions to simple written form. This becomes a trustee's manual. Some school boards have it; many do not. In some cases it is merely a procedure manual, setting forth the routines for calling school board meetings and the rules for conducting them. Ideally, it will contain much more: a statement of the duties of trustees, a listing of the duties of the superintendent, the policies of the board that directly affect trustees, the rules for conducting board meetings, the procedures for calling board meetings, the procedures for budgeting and financing the business operations of the board, and a little bit of philosophy about how the board and the superintendent may best share the administrative load in running a school system.

Here, then, is the third principle governing the implementation of the ideal relationship:

3. The superintendent should prepare for the use of trustees a board member's manual incorporating in one small volume the rules and regulations, procedures and practices, policies and decisions that trustees must know and observe in the discharge of their duties.

The manual to which I have referred is not the policy manual of the board. This document contains the policies and regulations developed by the board and the superintendent for the total operation of the school system. Trustees should have a copy of this policy manual, too.

Another very important guideline in establishing an effective and productive relationship between board and superintendent concerns the effort that the superintendent puts into structuring the deliberations of the board at board meetings. It is his function to outline the areas that require board action, to prepare the agenda for the board meeting or cause it to be prepared by one of his co-workers, and to provide the board in advance of the board meetings with copies of correspondence, reports on matters to be discussed, and in most cases recommendations for appropriate board action. To function in this way has many advantages, among them the following:

1. It permits board members to deal with issues in an intelligent and knowledgeable manner. Board members, especially if their tenure on the board has been short, cannot be expected to have the background of information needed to make decisions with respect to issues raised

by the superintendent. It is the function of the superintendent, with the help of his associates in administration, to collect and compile the data required for sound decisions by trustees.

2. It ensures that the superintendent will not spring "surprise packages" upon board members in meetings. No one likes to be embarrassed, especially by ignorance, yet such can only be the case if the superintendent brings to the attention of board members, for decision, items on which they have not been briefed.

3. It expedites board business, especially if the superintendent makes clear-cut recommendations and supports them with objective evidence and appropriate statistical data. Although the board - and the board alone - makes decisions and determines policies, the trustees must depend upon the superintendent and his staff of specialists in administration and supervision for advice. This advice often takes very tangible form in the recommendations which the superintendent makes. These recommendations are a responsibility he cannot avoid.

4. It forces the superintendent to plan board meetings carefully. Board meetings serve three primary purposes, namely these:

   (a) To give the superintendent an opportunity to inform

the board of developments in the school system.

(b) To afford the board an opportunity for legislative action and policy formation.

(c) To provide the board an opportunity to perform its judicial function of assessing the developments and practices within the school system.

Only by careful planning and scheduling can these three functions be adequately cared for. As I prepared this paper, I checked my own forward-planning book for future school board meetings and found entries such as these:

May 5: Present comparative enrolment report requested by board.

May 12: Ask board for action on proposed policy and regulations concerning maternity leave. Advise board of new Division IV (Grades X, XI, XII) program.

May 19: Present staff assessment of our open-space teaching experiment. Secure board reaction to extending open space to other schools. Submit three-year plan for completing development of centralized libraries.

Proper timing of the submission of issues to the board is probably as important as the issue itself. To ask the board, for example, to extend educational leave policy at a board meeting where the trustees have just learned that the teachers have asked for conciliation on their annual salary negotiations is to invite negative board reaction. It is probably good advice for superintendents never to ask boards for policy decisions in times of crisis. It has been said that the smart general always picks his battlefield and his time

for attack if at all possible. Such is good strategy for superintendents too.

To sum up this point, we may express this principle as follows:

> 4. To ensure the appropriate and efficient dispatch of board business, the superintendent should provide all trustees at least two days in advance of each board meeting with the agenda, copies of correspondence, and such reports and information as the board may require, together with the superintendent's recommendations with regard to the decisions to be made.

Let us take a look now at a fifth principle which may facilitate the establishment of this ideal board/superintendent relationship.

The superintendent is not a member of the board; and he and the members of the board frequently approach their deliberations from distinctly separate points of view. In the course of his career, a superintendent works with many different trustees. No doubt, he finds some easier to work with than others. However, rather than being tempted to work closely with this trustee, or to curry favor with that one, or to try to identify himself with still another trustee in order to be sure of his support, the superintendent does better to devote his thought and energy to establishing consistency and integrity in his own posture toward the board. This posture must reflect honesty and objectivity; it must reveal a sense of conviction on professional issues and a depth of insight into the kinds of problems with which he is called upon to deal. At the same time, it must indicate a willingness to take the risk that the board may not agree with him on his recommendations;

and it must give evidence of that kind of impersonal attitude towards his administrative responsibilities which recalls no disappointments and bears no grudges. The wise superintendent knows that, capricious as the board may seem to be at times, there is one sure way of creating board suspicion and alienating board support; and that is by resisting and opposing them on frequent occasions.

Regardless of differences of point of view - and there will be such - board members and the superintendent must work together in teamlike fashion, each respecting the capabilities and the responsibilities of the other. The superintendent must realize that, while he (being the one who often initiates discussion on certain topics) may have the first word, it is the board that has the last word. He collects and organizes the facts, weighs the evidence, drafts the proposed policy, and formulates a recommended course of action; it is the board who decides what that course of action will ultimately be.

In the final analysis, the superintendent is the servant of the board. He must observe this relationship without being obsequious. At the same time he must recognize that he is a professional in the field of education and in the field of administration and that, with dignity, he must address himself to the board and to the board's issues as this kind of person. His task is to make proposals and recommendations, and then to sit by while board members debate them, among themselves, but preferably not with him. He may be called upon to explain and to interpret the stand he has taken. He must guard against talking too much and arguing too vehemently.

Once a decision has been made, it becomes the decision of the board and the superintendent. So long as the superintendent elects to remain as the executive officer of the board, he cannot escape the responsibility for their actions. Dr. Natt Burbank, one of America's leading school superintendents, recently made this observation in this regard:

> "I cannot emphasize too strongly or repeat too often the precept that the superintendent must execute loyally every policy adopted by the school board. Never can he ethically allow anyone to think that he does not support such policy. It is completely unethical even to raise the eyebrows or shrug the shoulders in the course of implementation of a board decision. It must always be 'we did this' and never 'they did this.'"

The essence of maintaining an effective board/superintendent relationship is loyalty and mutual respect.

Our fifth principle may be stated in this form:

> 5. Mutual respect must be shown by board members and superintendents; and the superintendent must display a loyalty to, and support of, his board.

In planning his administrative strategy, the superintendent must recognize that his ultimate practical allegiance is to the board. Several groups will clamor for his loyalty - teachers, administrative staff, parent-teacher associations, taxpayers' organizations, and so on. Each group can, in a measure, make a valid case for its claim. In truth, the superintendent does have a responsibility to each. Yet, when the chips are down on controversial issues and he must make a

choice as to the stand that he will take, he must recognize that, while he is responsible for the teachers and the administrative staff and the pupils and the program and the efficient and economical operation of the school system, he is responsible only to one superior - and that is the school board.

Rarely will the adroit superintendent be forced to make this choice. In those rare instances of irreconcilable problems, he may be put into that difficult position. His allegiance to the board is without question. The one choice he has is whether his allegiance to his own conscience and to the cause of education in general should take priority. An understanding board will recognize the right of this higher loyalty to prevail and, if it has great faith in its superintendent, will find ways of resolving the issue without embarrassing him.

Board relationships with the superintendent - and the effectiveness of both parties in the operation of the school system - are heightened to the extent that both regard their role as an emerging thing. The nature of school board operations is changing; and the nature of the school superintendency is changing, too. Increasing urbanization, provincial budget control, the growing complexity of the educational process, the increasing professional competency of teachers, the growing militancy of the teaching profession, and the technological revolution in education itself are factors which, separately or combined, will change the nature of the administrative process. School boards, as we know them today, are not obsolete. They are probably still the best

plan devised for the operation of local school systems. But school boards know that, whereas they once made decisions on teachers' salaries, they now negotiate them; whereas they once made the policies whereby the school system would be operated, they now arrive at many of these by consultation or by negotiation with the teaching staff.

School superintendents, in like manner, know that their role is changing also. Where at one time they issued directives, they now confer; where they once made decisions alone, they now make decisions after consultation with administrative officials and/or the teaching staff.

The keystone of our educational system is still the local school board. To be effective, it must be composed of members who are intelligent, wise, informed, impartial, and courageous; and it must adhere to a proper definition of its functions and its obligations. It is a corporate body, performing its functions in a legal context - and in concert, not through the personal activities of individual board members. The proper contribution of the school board member is not expertise in education, but wisdom in decision-making; not detailed knowledge, but high values and sound judgment.

It is equally important that the function of the superintendent be known and respected. He is, at one and the same time, the board's executive (ensuring that policies are fully and faithfully executed), the board's chief professional adviser (not only on educational matters, but on administration too), and the first colleague among the teaching staff. Unless he is qualified to be respected by his fellow teachers, it is extremely doubtful whether he will have the

competence to serve as the board's educational adviser or as its administrative executive.

Difficulties between boards and superintendents generally arise from a misunderstanding or a disregard of their respective functions or from a lack of confidence of the one in the other. The community cannot escape its responsibility of choosing a school board worthy of public support. The board, in turn, has as its highest responsibility securing a superintendent in whom it can safely place full confidence.

The superintendent's perception of himself is an important aspect of his performance with the board and in the community. He is not the man in the middle; he must be the man in front. He is not a dictator; but, on the other hand, he is not one who merely holds things together. If he functions in either capacity, he fails his board, his schools, and his community. Above all else, he must be one capable of strong, responsible, effective leadership - and the school board has no choice but to seek out that kind of executive.

THE IMPACT OF THE FUTURE ON BOARD/ADMINISTRATOR RELATIONSHIPS

F. C. Thiemann

Moving from the present by projecting the growth of demands for involvement - as a continuing trend over man's history - a new organizational model is presented and described. The consensus model affords opportunity for meaningful involvement in the decision process by a greatly-expanded number of persons. The model is presented as a means for making policy decisions, the traditional line arrangement remains for administering the policies.

Some implications of this development for the relationship between board and administration - and for boards as now constituted - are drawn.

- Eds.

> "...we must first realize that the organization is here to stay. There is simply no other way to run a world brimming with three billion people in the midst of an industrial epic. Unless a nuclear war returns us to a culture of hunting and gathering tribes our world will be increasingly organized as the decades go by. If we choose to live responsibly in the world, then we must face the issue of how we can harness organizational power for authentic human purposes."
>
> [Harvey Cox, 1966: 173]

This paper suggests some forces that will affect the future superintendent/board relationship and proposes a way to "harness organizational power for authentic human purposes" by moving one step beyond what has been suggested by the earlier presentations. These presentations supply the past, present, and the ideal from which projections of future impact may be made. Therefore, I am not in disagreement with what has been said for the assessment of the present is apt and the identification of the ideal is a logical consequence given the basic assumptions and conditions as presented. It is my contention, however, that while the papers were analytically accurate and desirable they failed to project the elements of change already on the scene which will have an even greater impact in the future. These elements now so evident will ultimately bring the end to the relationship under discussion.

Before I expand on these elements of change I would like to comment on my accusation. If we consider that the relationship that exists between superintendent and board is in but scattered moments and not a continuous event, then we must accept the fact that there are other more numerous impinging forces brought to bear on each individual inside

and outside of the formal and informal interaction. These forces are of two kinds: human and ideological. The human forces are found in the social relationships of the individuals with their community, teachers, students, friends, and families. The ideological forces stem from the heterogenous cultures, whose ideas and objectives of a religious, political and social nature in one degree or another are conflicting. A prime example would be two sets of parents whose children are in the same grade in school, conflicting in their support of family life education. Extending this example would include two teachers, one of whom "tells it like it is" and the other who says nothing relevant about the subject. It may also include two children; one not interested and the other sick to death hearing so much about it. These forces are not separate entities, for the ideological are completely contained in the individuals - the humans. The differences between people and groups and the level of stress each are capable of bearing will affect this relationship. This leads us to the elements of change that are now and will be affecting, more dramatically in the future, the relationship between the superintendent and board.

HOMOGENOUS - HETEROGENOUS

When communities were small and the inhabitants were largely from the same ethnic, religious, and political backgrounds problems and issues could be discussed freely in open town meetings. In those situations there were very few strangers who were not identified upon entering the town. Contrast this with a large complex city of today. Here few are natives and hordes of strangers pour in and out every day.

Here the majority of people are temporary. Collective bargaining, confrontation and demonstration are the methods they employ in their dealings with all kinds of problems.

Boards were created at some point midway between these two extremes. At some point the degree of complexity involved in operating the organization required some division of labour and of representation. The primary reason, I believe, for the acceptance of representative government arose from the boredom of a great many individuals who were unable to participate in the large town meetings. Reflect for a moment on what you do in a large meeting when someone articulates the point or points that you were considering. Do you stand up and repeat the same thing over? How many others in that group have much the same ideas that you and the speaker had? Do they repeat the same points? No! Not unless they don't mind ridicule. It is evident that in any large group only a few people speak. We might say that there is an inverse relationship between the number of people who speak and the size of the group, or that as groups increase in size a small discussion group is formed and an audience is created, [Thiemann, 1969].

I believe it is false to assume that representative government is the answer to heterogenous complexity. Havighurst [1961: 134], commenting on how trustees view themselves, calls into question whether they can or do represent their community.

> "In general...educational decisions and educational policies are made by people who intend to act in the interest of the society as a whole. They are predominately middle and upper class people and undoubtedly share the values and attitudes of those

> classes. They may be unaware of the existence of lower class values and consequently fail to take them into account but there is very little frank and conscious espousal of the interest of any one social class by people who have power to make decisions in education. They think of themselves as trustees for the entire society and try to serve the entire community."

Couple with this the fact that trustees generally choose superintendents from the same social background as themselves or at least one who can relate to their attitudes and values. Gross [1964: 151], further notes that as teachers become better organized and more militant and make more demands, "...the superintendent will gravitate closer to the school board". The end result is the failure of a few people from the same side of the track to understand and reflect the cultural hodgepodge around them. The community has moved from a homogenous culture to a heterogenous one while board and superintendent representation has maintained its homogenous character. Because of the failure of governing bodies to adjust to their changing environment the cry to be heard, growing louder day by day, will have impact on the administrator/board relationship.

INCREASED PARTICIPATION

The demand for greater participation is not new in our age. It stretches back over the history of man with notable examples in the Magna Carta, the Declaration of Independence, and the rise of unionism. Men contending that they were more than chattels to serve at the beck and call of princes, that they had a right--God given-- to use their intelligence and free will to set their own goals and prescribe their own course of action. Basic to this consideration was a changing concept of the nature

of man. In the traditional view man was essentially evil, lazy, and needed to be directed. In a more enlightened view man is basically good. He wants to do what is right. He is ambitious, self motivating and creative [McGregor, 1960]. In light of this new concept of man and in concert with the demands for greater participation, changes in the structure of governments have been forced. The general trend has been from autocratic to democratic government. In social and industrial organizations the increased participation was even more apparent. The Formal Plan developed during World War II, attempted to involve management and labour in a way to increase production and to share in the increased profits. Examples of the Formal Plan still in operation are the Canadian National Railways, T. V. A., the needle trades and automotive parts industry [cf. Slichter, Healy and Livernash, 1960]. Men like Likert [1961], Argyris [1964] and McGregor [1960] introduced plans to modify supervisory behavior and to encourage greater subordinate participation in the planning and the policy making functions. The movement was an attempt to recreate primary social groups in large complex organizations.

These attempts were evolutionary steps since they were not sufficient in themselves. They were concerned only with a few segments of the individual's work life. Today the demands <u>for the right to be heard</u> does not stop at the work task but extends to the goals and objectives of the organizations, the community and the nation. The demand reaches even further into those individuals and groups sometimes held sacrosanct. Recall for a moment what a short time ago it was that

the Roman Catholic Church appeared as an impenetrable bastion to change, and how scientists were heard not long ago saying, "We are not responsible for how our discoveries are used."

The cry for participation is also a cry for accountability. It is coming as one single voice from a heterogenous group. Black, Red, Student, Faculty, and French Power demands to be heard and that sound will have an effect on the structure of the superintendent/board relationship.

CHANGE IN STRUCTURE

One area which will be affected by the forces noted above is the structure of the organization. If we look back into history at the changes that have occurred we will note that every age developed organizational forms appropriate to its needs and enlightenment. In our own age the prevailing form is the bureaucracy--the pyramidal hierarchy. It was a development that countered the capricious and cruel subjugation of workers in the early Industrial Revolution. Around the turn of the century Max Weber [1964] defined bureaucracy as the "social machine", which impersonally treated each man equally, which made life and work more predictable and which created rules that restricted some and freed others. But,-man- was still a machine.

Today Bureaucracy is on the wane. New forms are arising, even though many managers have not heard the message. You will note I said, managers, for it is they, not the owners, stockholders or boards that hold the power, [Bass, 1965: 250], and so it is they who will resist the changes most strenuously. As it was the manager who took the power

from owners and the board, [a change in structure], so it will be the membership of the organizations who will take the autocratic power from the managers [Bennis, 1967: 6]. Managers who hear the sounds of the future are attempting to reconstruct the organization to meet the demands. Some are moving to completely new designs, others are attempting to keep the pyramid shape but make it flatter by adding more people to the hierarchy. We must note, however, that very few things can become larger effectively. If a thing increases in size but does not change its structural shape it will grow weaker. When size is accompanied by change in shape, the changes occur at those points where the destructive forces are the greatest. This raises some serious problems with the question of decentralization which I will not comment on here.

I know of a school district where they commissioned a new high school to be designed using reinforced, cavity, ten inch, solid brick walls. After examining the bids they decided they could not afford such a structure and changed the walls to ten inch, hollow core, pumice block. In less than a year the walls developed large yawning cracks. They had retained the same structural load but had not substituted a material capable of carrying it. The point, of course, is if there is a change in materials, functions, role, size, complexity or what have you, there must be a concomitant change in structure.

MEETING THE CHALLENGE

To this point I have outlined some of the forces that will have an impact on the administrator/board relationship and have emphasized in particular - participation and structural change. In this section a participatory model will be presented. The model has two stages. The

first stage is of an existing educational organization in its sixth year of operation. The second stage represents the proposed modification we are suggesting to extend the participation to the community, to increase the size of the board [board - is not a very accurate term for the new legimating body but it will suffice for now] and to provide the participants with the new and more relevant role.

BUREAUCRATIC PROBLEMS

A bureaucracy, as we have seen, may be schematized by the pyramid and may be considered to perform two major functions. One, it initiates policy at each of the levels that affects the behavior and the allocation of resources at each subsequent lower level, and two, it implements the policies and directives handed down from above. The very top level generally, or ideally, only initiates policy, and the lower level only implements it. In between the top and the bottom both functions are performed. A number of problems arise in this arrangement which will not be discussed here since we all know them only too well, having worked so long in bureaucracies. But permit me to list a few findings from studies in communications which need to be stressed.

1. In spite of daily bulletins, public address messages, notes in pay envelopes, handbooks and all the formal means of communicating, most employees report the principle source of information as unofficial contacts and rumours [Householder, 1954].
2. Communicators, like the North American tourist abroad, feel if you shout loud enough, everyone will understand

even if they don't know the language [Leavitt, 1951; Likert, 1961].

3. The upward communication of a "good idea", by a subordinate reaps glory for his superior but generally not for himself [Johnson, 1962].
4. Suggestions from above are publicly accepted and privately rejected by subordinates providing a basis for what we call sabotage [Dubin, 1966]. [Isn't it amazing how we know these problems from both sides - as superiors and as subordinates?]

The problem arises, then, how can we rearrange an organization to alleviate some of these concerns. Since we have already isolated the two functions, let us assume that ideally the implementation of policy should be carried out in a line and staff relationship. But to make sure the communication of policy and directives are understood, that the satisfaction of the participant is maintained and that commitment to the ideas and tasks is high, we need to invent a new structure.

CONSENSUS ORGANIZATION

The educational organization, I have mentioned, now in its sixth year of operation, attempted to meet these problems by creating a consensus, policy-making organization which exists separate from the line and staff operation. At first only administrators and faculty members were involved. Since that time student representatives have entered into the system and now there are suggestions for involving the larger community, but of that, more later. As with a democracy, where all members must agree to function in a democratic way, so it is also true for the

members of a consensus organization. All members must agree to function in a consensus manner. In the first year of the operation all of the staff - administrators and faculty - agreed to try the plan for one year under the following conditions:

1. All administrators and faculty would be involved.
2. Representation from the two factions would be equal in each council.
3. Separate meetings by the two factions would not be held.
4. Chairmanship of the councils would be equally divided between administration and faculty.
5. The college president would serve as an executive secretary and would implement in the line and staff organization any policies agreed upon.
6. The faculty president would have direct access to the board of directors.
7. Consensus would be required not only within councils but also between councils on all policy statements.
8. Consensus meant <u>all</u> must agree and that majority vote would not be considered consensus.
9. Councils would be created that were equally divided between the two groups and would be equal in importance.
10. Each council should be given specific areas of responsibility.
11. Meetings were to be held regularly; minutes were to be kept and promulgated to all members of the college.
12. Promulgated policy, not challenged within a two week period, was to be implemented.

COUNCILS

Five councils were initially established:

Instructional Council: N = 14, 7 administrators, 7 faculty.

Chaired

By administrative representative.

Membership

Represented various divisions of the college: humanities, social science, math-science and business.

Function

To develop policy regarding curriculum development, course requirements, advance standing, transferability, articulation with other agencies and accreditation.

Student Personnel Council: N = 14, 7 administrators, 7 faculty.

Chaired

By administrative representative.

Membership

From divisions of the college: guidance and counseling departments, registrars, student union, athletic department, etc.

Function

To develop policies regarding the life and well being of the students, specifically, student loans, scholarships and grants, work-study programs, placement, testing and advising, student-staff relations, tutoring, student government, activities, discipline, etc.

Budget and Finance Council: N = 14, 7 administrators, 7 faculty.

Chaired

By faculty representative.

Membership

College-wide, similar to the other councils above.

Function

To be concerned with long and short range planning regarding campus development, extended services, management and allocation of fees, state and federal aid, grants, etc.

Professional Improvement Council: N = 14, 7 administrators, 7 faculty.

Chaired

By the faculty representative.

Membership

College-wide.

Function

Focus on those aspects and conditions that would assist the professional staff in attaining personal, professional, social and organizational goals. In particular policies regarding sick leave, sabbatical leave, working conditions, insurance, tenure, academic rank, academic versus occupational experience on salary schedule, etc.

Presidents' Council: N = 14, 7 administrators, 7 faculty.

Co-Chaired

College president and faculty president.

Membership

The council chairmen from the above four councils, representatives from the divisions, teaching and administrative staffs.

Function

The broad internal operations of the institution and its external relations with the community, feeder institutions, colleges and universities, industry and commerce and state and federal agencies.

ADVANTAGE OF CONSENSUS ORGANIZATION

Several advantages of the consensus organization may be set forth:

1. Since everyone in the line and staff organization was in the consensus organization and vice versa, those who were responsible for the implementation of policy had a voice in determining the policy, and those who would be affected by the policy also had a voice.

   Since there is no such thing as an organization goal, but only people in organizations establishing goals, the consensus organization permits, not a few, but the entire body to set the goals and objectives - to establish their own destiny.

2. Small groups direct their attention to solving specific problems and issues instead of establishing battle lines between factions.

3. By focusing on problem solving each member's contribution not only increases his own level of satisfaction but

increases his power and the power of the group. In this regard, findings from a study of power within and between the councils of this consensus organization indicate that as power increases the range of the functions between functionaries decrease. Another way to say this is, that if one member of a group performs most of the functions and the other members perform very few, not only will the power of the group decrease, but the power of the top functionary will decrease. However, if all members execute about the same number of functions, the power of the group and the top functionaries will increase [Thiemann, 1969].

4. Consensus appears to be superior to majority vote in that once a vote is taken the voter is absolved of any additional participation. In a consensus organization, whoever disagrees is required to provide his reasons, to show in fact, the rest of the group how the decision would have an adverse effect on the goals of the organization, or on some individual or group. It is also mandatory for the group to advance reasons in support of the dissident position, <u>if they can</u>.
5. By keeping the group small, individuals are better able to solve problems and to complete tasks than larger groups. Hare, [1952] found jury size [12] groups less effective than five man teams. Tillman, [1960] noted

that the executives he surveyed preferred five man teams over any other size but were required to normally work in eight man units. In general, this refers back to a previous point that as large groups are formed, small discussion groups and audiences come into being.

6. It may be contended that the desire to fix responsibility and accountability in a single individual is an egocentric, face saving device of the group and especially of the individuals in it to have a scapegoat - a sacrificial lamb if things don't go right. In a consensus group each person is responsible. I know this is an existentialistic point of view, but was it not a major point in our Nuremburg Trials? Was the defendant permitted to say, "I was only following orders, I am not responsible for the decisions and actions of my leader?" No, the whole nation was judged guilty! It may be wise for us, as administrators and board members, to analyze our motives in fixing responsibility on one individual in our own operation, and in fixing the responsibility on a total group outside our own area [Thiemann, 1968: 61].

Truth broke in with such force that you almost got a discourse on how boards treat superintendents from within and outside the organization but the point I wish to make is that in a consensus organization responsibility is fixed in the corporate body of the group just as it is in any other corporation. The only difference is that the corporate

body is larger and the groups must work in concert with each other.

DISADVANTAGES

So you will not think I believe there are no problems within the consensus organization, three disadvantages will be pointed out:

1. The population within any group is not stable and the problem of socializing new members is continuous and most difficult to solve. As teachers, we realize how many times we fail to bring students along. We expect them to already know and to have experienced what we consider the obvious. Furthermore, in informal groups "in-group members" will discuss things that exclude those in the group who have not shared the common experience. This is done for a number of reasons, but if we wanted to bring the outsider in, we would first teach him the norms and values that the group holds [cf. Ziller, 1960, 1961; Ramzy, 1962; Mill, 1955]. Before a group can approach consensus, in a number of matters, it must have time to develop primary social relations [Gibb, 1964]. The members must have time to get to know each other and to be able to predict each other's behavior before they are able to work in a consensus manner.
2. While every attempt may be made to separate the individual role in the consensus organization from his role in the line and staff structure, there is a carryover.

The person in the top position in the line and staff organization affects the behavior, attitudes, and participation of the individuals from the lower line staff. In studying power we developed an empirical formula that was concerned with the number of functions the individual performs and more importantly, in this case, with his "exclusiveness" in performing these functions. By "exclusiveness" we simply meant the degree to which others in the organization could perform the same function as another functionary [Thiemann, 1969]. People who because of their position and broader knowledge base of communication network tend to give and receive more information than those in lower positions [Kelley, 1951]. In the consensus organization we have been studying, the chairmen of councils, whether they be administrative or faculty, have had more power than any other member in their groups. So, while one hopes for equal distribution of power, it is never equal; but tends to equalize as the group works together over time. The redeeming factor, however, is that it is more equalized in the consensus organization than it is in the majority vote group - according to studies in laboratory situations.

3. We must realize that not all members are equally interested in participating in policy decisions or in assuming

responsibility for such decisions. From all indications, however, this is a very small group.

Only a few advantages and disadvantages have been listed since it is the purpose of this paper not to sell the consensus organization but to establish the concept basic to this presentation: The impact the future will have on the superintendent/board relationship.

What, then, are some of these changing relationships when organizations are reconstructed to meeting the growing complexity of our society, community and institutions, and when greater participation does occur?

1. As total organizations begin to take on the policy making function, boards will become less viable than they already are. The single function they will perform, and, then only for a short time, is to legitimate the proposed policy. Williams [1969: 20] notes that a ". . . substantial transference of power from the board to the senate..." in universities has already occurred. Rosenthal [1967: 154-161] foresees ". . . less effective control by boards and the whittling away of the discretionary authority of school administrators."
2. Because of the above effects, superintendents will attempt to exert more influence on the organizational members than they have in the past and they will do this by retaining the old structure, withholding specific kinds of information, playing students against staff

and a number of other tactics that were once effective. But, in the end, the organization must come to the question of the primary function of the superintendent. Is his purpose to facilitate the staff in achieving the educational objectives (so long verbalized but have not seriously attempted), or is it the staff's responsibility to follow the superintendent's dictates because he has the office? When this is resolved the superintendent will either enter into the cooperative activities of the group or he will become king. And, kings are relics of the past.

Now before I enumerate any other changes, it might be helpful to finish what was implied before and that is, "How will the larger community become involved in the future?" At present I am working on a method whereby the consensus organization of administrators and staff of the college will be able to bring in their students and community by representation from areas of vested interest. A problem arises immediately; as the number of participants increases, so must there be a change in structure. It would seem, following a biological model, that the consensus organization has an inherent mechanism for adjusting to the increased size. Each council now performs a number of functions. When the number of functions exceeds the time and energy allocated, the council can split into two cells. These cells would continue to be contained in the larger council. Each cell functions independently in a more specific area than before and in the same consensual way within itself and between

itself and each other cell. The council still represents its cells with the other councils in the same way as before. As more cells are needed, more may be added. At some point, there is a critical number of cells, and the addition of more cells may not be feasible, then a new council may have to be created. As an aside, social psychologists tell us one person is better than a group to create a problem and a small group is better than any one of its members in solving a problem. I see myself as a puzzle maker and the consensus organization as the puzzle solver. Most importantly, the consensus cell model will have to be worked out in the organization just as the consensus council system had to be worked out six years ago.

The consensus cell arrangement is not ideal, I am sure, but some young turk will come along soon with an idea that makes it obsolete and move the whole of man's organization one more step forward.

How could students and community become involved? I would suggest that students, if this were a college, will be elected to represent the discipline, trade or activity where they have their primary interest. The students in sociology would elect one member, the plumbing students would elect one member, so would the community service and so on for the other areas. In a school district I might only consider the upper grades becoming involved, i.e., where sections of a large senior class might elect representatives. Each of these, of course, is dependent upon the size of the institution and the type of institution concerned. As for the

community at large: If there were advisory councils each should be represented since this would bring in the trades, business, industry and commercial sectors. To involve the various socio-economic levels in the community, a ward election system might work. If we consider a city with 500,000 people and five board members, the ratio is one to 100,000. The idea of a ward system would be to reduce the ratio to a point where a representative - could possibly represent his ward. My concern here is that representation from poor and lower middle-class sections needs to be consciously included. Our activity, in education, is part of their destiny and they should have an opportunity to be heard.

Now, back to the impact of the relationship and this is the last one. As kings, emperors, and bureaucracies are a thing of the past, so in the articipatory governments of educational institutions, boards will fade away. The elected ward member, advisory committee member, the student representative and the academic staff will fulfill the role of the board in the future. As in man, where each part has a particular function in the total operation, so in the consensus cell organization the total group will make the decisions of policy and goals while the individuals function freely and creatively in the problem solving task. The implementation of these policies will be enacted by the members of the line/staff group in service of their consensus-identified needs and aspirations. Berkson [1968: 303-304] summarizes what I have attempted to convey when he states:

> "In final analysis, the element of 'external control' cannot be eliminated from the human situation. If authority of person is rejected some other form of authority-of law, of a rational conception, of a commitment to a pattern of values - must be accepted. If we are to contend against the status quo the existing institutional structure, we must have an internalized system of ideals to support and direct us."

In compliance with Berkson's concern the foregoing is an attempt to develop an "internalized system" by which "we can harness organizational power for authentic human purposes." [Cox, 1966].

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GROUP I REPORT

Theme: Coping with Controversial Issues

The group examined the consensus model that had been presented in the preceding session. Ideas both favorable and questioning were raised. Suggestions led to the trial of the model in solving two problems: getting rid of trustees, and family life education.

During the lively discussion impediments to consensus organizations and dysfunctional consequences were aired.

- The board has the ultimate corporate responsibility.
- Is consensus efficient?
- The president or superintendent has to be right in the decision making action.
- How can boards move on controversial issues?
  Could this water down solutions?
  Could this distort the real problem?
  Could one person dominate or stall action?

  On the positive side other issues were raised.
- Since trustees are not reflecting the needs of people, we need a new form. Would trustees be included in the groups?
- Trustees are not sufficiently informed; perhaps the groups would serve as good in-service training for them.
- We need to develop free expression of opinion.
- Some controversies might lend themselves to the creation of consensus models.

The acid test of the discussion led to the conclusion that only a majority decision can expect to cope with controversial issues; yet consensus was not reached on this conclusion.

GROUP II REPORT

Theme: The Superintendent and Information Management

Considerable time was spent examining the proposed consensus model of organization. Information was seen as an important aspect of decision making under this arrangement or any other.

To define the nature of information the group posed the question, "What is information?" Soon the members realized that the information includes all those things that serve as communication between individuals, groups, communities, etc., and that its nature cannot be readily circumscribed. It was deemed of central importance for the superintendent and the board for decision making.

Methods used for transmitting information were briefly examined. Such means as the press, bulletins, telephone, committees, reports, and the like were mentioned. The question was raised whether a public relations officer could be a useful adjunct to a superintendent and the board.

The flow of information received some discussion as the different types of flow were discussed and their consequences questioned. That advantages and disadvantages of the upward, downward, or lateral flow of information resulted. That different problems accompanied internal and external communication. What about open communication? What kinds of information flow should be encouraged?

The storage and retrieval of information came under brief scrutiny, with the acknowledgement that phenomenal advances had been made in areas

outside of education in this regard. Possibly data-based decisions making is around the corner in education.

What type of information does a superintendent need? Apparently no answer could be given. Does he need it in the area of staff, students, finance, facilities, etc.? What does he need in each area? A forthcoming thesis at The Department of Educational Administration at the University of Alberta will throw some light on these questions.

The nature of the blockages in information flow were briefly presented. School board members must occasionally discuss topics on which they have far from complete information. There may be hidden motives in withholding information. The two-step flow of communication may be a block to effective information flow.

The group turned back on the problems of the consensus model in which effective dissemination of information would also be a vital factor.

The suggestion was made to consider as a topic for a future Conference "The Blockages to Good Communication Pertinent to Superintendent-School Board Relationships."

GROUP III REPORT

Theme: Implications of Greater Participation in Decision-Making at the Local Level

The groups in discussing the topic focused on a number of related problems before looking at the implications of more decision-making at the school level. The principal's role in drawing up the school budget and in hiring of teachers was considered briefly. Some of the positive and negative features of PPBS were raised and discussed. Then the members debated the question, "Who controls policies?" Questions were whether the power structure is accountable if it controls policies, and if it is accountable, to what degree to whom, and in what ways.

Two general questions seemed to emerge:

1. Is lay control of any profession desirable, and if so, to what extent? The aim of lay control apparently is to make the wishes of society known and utilized by the professional. Are there other ways of learning what these wishes are, and of translating them into policies?
2. What are the implications of replacing the board of trustees with a policy committee comprised of representatives from lay groups, from professional groups (including teachers), and from student groups? Stated differently, what are implications of extending the present structure of the board to include all these groups? Areas of concern might be:

(a) legislative implications;

(b) effect upon the role of the superintendent;

(c) accountability, fiscal and legal;

(d) given the present high degree of interdependency of educational policies and financial policies:

(1) execution of policy

(2) development of policy

(3) preservation of a dynamic philosophy as a policy base.

The members of this group seem to favor more of the small group discussions at the conference, if problems were carefully selected and delimited.

CONFERENCE EVALUATION

Majority Vote -- Consensus Orientations

Introduction

A common concern of conference planners -- and sponsors -- is the often-nagging question, "Did the conference make any difference -- was there an impact?" The problems in attempting to throw light upon this question are manifold as evidenced by the varied evaluation efforts any veteran conference-goer will have encountered. For the 1970 Banff Regional Conference it was decided that, rather than attempt to take a measure of all aspects of the meeting, only one aspect would be selected and a focussed evaluation would be made. Thus, a central theme -- policy decisions -- was selected for the evaluation. The research centered upon three modes of procedure through which final decisions upon policy questions might be consummated.

Procedure and Findings

Two parallel forms of an attitude inventory were prepared preliminary to the Banff Conference. Each form measured the favorable attitude to three concepts related to the Conference theme. These were the following:

(1) Policy decisions should be made by majority vote

(2) Policy decisions should be made by unanimous agreement

(3) Policy decisions should be made by consensus

The Samantic Differential Scale developed by Osgood and used in previous similar studies was the type of instrument employed. The two

forms were developed using a sample of administrators at The University of Alberta. The means and standard deviations of the two forms are given in Table 1.

TABLE 1

MEANS AND STANDARD DEVIATIONS
ON ATTITUDE TOWARD CONSENSUS

PILOT STUDY

	Mean	S.D.
Form A	58.44	12.23
Form B	58.26	13.49

Form A was administered to the participants of the Conference at an early session. This was termed the pre-test. The results of the responses to sections dealing with consensus are provided in Table 2, together with those obtained from the Pilot Study, to allow comparison between Banff Conference participants and the Pilot group.

TABLE 2

PRETEST OF PARTICIPANTS ON
CONSENSUS

Test	Pilot Group		Banff Group	
	M	S.D.	M	S.D.
Form A	58.44	12.23	61.63	12.63

The average attitude score of the Conference participants did not differ significantly from that of the Pilot Group in a statistical sense. The standard deviations of the two groups were also very similar.

Form B was administered to the Banff group at the close of the Conference. This pre-test and post-test procedure was used to allow comparison between the measures and allow some inferences to be drawn if differences in scores were found.

The results of the post-test are compared with those of the pilot study and the pre-test in Table 3.

TABLE 3

COMPARISON OF GROUP MEANS ON
ATTITUDE TOWARD CONSENSUS

	Pilot Study (Form A)	Pre-Test (Form A)	Post-Test (Form B)
Mean	58.44	61.63	65.24
S.D.	12.23	12.63	8.81

The mean score of the Banff participants following the Conference indicated an increasingly favorable reaction to the concept "Policy decisions should be made by Consensus." However, the difference in means between pre-test and post-test was not large enough to be statistically significant at the five per cent level. The standard deviation of the scores decreased considerably from pre-test to post-test indicating

a much smaller range in the attitude scores at the end of the conference.

Related Concepts

Further explorations into attitude change during the Conference were made by using the semantic differential to obtain attitude scores relating to majority vote and unanimous agreement together with consensus in deciding on policies. The results in the pre-test and post-test are given in Table 4.

TABLE 4

MEAN ATTITUDE SCORE OF BANFF CONFERENCE PARTICIPANTS IN PROCESSES OF POLICY DECISIONS

Time and Form	Majority Vote		Unanimous Agreement		Consensus	
	M	S.D.	M	S.D.	M	S.D.
Pre-Test (Form A)	66.43	9.09	45.60	15.05	61.63	12.63
Post-Test (Form B)	53.52	14.43	48.24	14.94	65.24	8.81

From Table 4 some observations may be made on the impact of the Conference on the participants.

First, a statistically significant decline in the favorable attitude toward using majority vote for deciding on policies occurred during the Conference. The mean score dropped from 66.43 to 53.52, while the standard deviation increased substantially.

Second, using unanimous agreement to arrive at policy decisions

was not viewed very favorably before the Conference, and even though there was a change in a favorable direction during the Conference, it was rather slight. The variability among participants remained high.

Third, as has already been indicated, using consensus organization for arriving at policy decisions appeared to be seen in a more favorable light after the Conference. The variation among participants decreased considerably.

Apparently the Conference did have some effect on the participants' views as to the most favored way of making policy decisions. During the Conference the attitude of the participants changed in the following ways:

(1) Majority vote was viewed less favorably.

(2) The attitude toward unanimous agreement remained almost unchanged.

(3) Consensus was viewed more favorably.

Ranking

Table 5 places the three concepts in rank order on the favorable score, as determined by the responses on the semantic differential scale.

TABLE 5

RANKING OF THE THREE CONCEPTS
BEFORE AND AFTER THE CONFERENCE

Process for Decision-Making	Before Conference	After Conference
Majority Vote	1	2
Unanimous Agreement	3	3
Consensus Organization	2	1

This ranking indicates more clearly the shift that seemed to occur as a result of the Conference.

Variations Among Participants

Differential impact of the Conference is also indicated by the findings on individual scores. Table 6 summarizes the number of individuals whose scores changed in a favorable direction, those whose scores did not change, and those whose scores changed in an unfavorable direction.

TABLE 6

NUMBER OF CHANGES OF
INDIVIDUAL SCORES

Change	Majority Vote	Unanimous Agreement	Consensus Organization
More Favorable	2	11	11
No Change	11	9	11
Less Favorable	15	8	5

This analysis supports the findings described in the previous sections. The Conference appeared to have influenced members' opinions away from majority vote toward consensus organizations in decisions on policy. It indicates, in addition, the differential impact of the Conference. For at least five participants the favorable score toward consensus decreased during the Conference.

Conclusion

From the differences in scores between the measurements taken before and after, indications are that a significant change in attitude occurred during the two days of the Conference. The participants moved to view consensus procedures more favorably as a decision-making mode. Majority vote concurrently became less favorably viewed for making policy decisions. To the extent that activities during the Conference were responsible for these attitudinal shifts, the Conference may be said to have an impact upon participants, at least in the short term. Whether or not the shift will persist, that is, the stability of the change, could not be tested.

APPENDIX

- Thirty-six Assumptions
- Conference Agenda
- Conference Participants
- Supplemental Order Form

Thirty-Six Assumptions

1. Assume everyone is to be trusted.

2. Assume everyone is to be informed as completely as possible of as many facts and truths as possible, i.e., everything relevant to the situation.

3. Assume in all your people the impulse to achieve, assume they are for good workmanship, are against wasting time and inefficiency, want to do a good job, etc.

4. Assume there is no dominance - subordination hierarchy in the jungle sense or authoritarian sense.

5. Assume that everyone will have the same ultimate managerial objectives and will identify with them no matter where they are in the organization or in the hierarchy.

6. Assume good will among all the members of the organization rather than rivalry or jealousy.

6a. Synergy is also assumed.

7. Assume that the individuals involved are healthy enough.

8. Assume that the organization is healthy.

9. Assume the "ability to admire".

10. Assume that the people are not fixated at the safety-need-level.

11. Assume an active trend to self-actualization.

12. Assume that everyone can enjoy good team work, friendship, good group spirit, good group harmony, good belongingness, and group love.

13. Assume hostility to be primarily reactive rather than character-based.

14. Assume that people can take it.

15. Assume that people are improvable.

16. Assume that everyone prefers to feel important.

17. Assume that everyone prefers or perhaps even needs to love his boss (rather than hate him) and that everyone prefers to respect his boss (rather than disrespect him).

18. Assume that everyone dislikes fearing anyone (more than he likes fearing anyone), but he prefers fearing the boss to despising the boss.

19. Assume that everyone prefers to be a prime mover rather than a passive helper, a tool, a cork tossed about on the waves.

20. Assume a tendency to: improve things, to straighten the crooked picture on the wall, to clean up the dirty mess, to put things right, make things better, to do things better.

21. Assume that growth occurs through delight and through boredom.

22. Assume preference for being a whole person and not a part, not a thing or an implement, or tool, or "hand".

23. Assume the preference for working rather than being idle.

24. Assume that all human beings prefer meaningful work to meaningless work.

25. Assume the preference for personhood, uniqueness as a person, identity.

26. Assume that the person is courageous enough for group sensitivity processes.

27. We must make the specific assumptions of nonpsychopathy.

28. Assume the wisdom and efficacy of self-choice.

29. Assume that everyone likes to be justly and fairly appreciated, preferably in public.

30. Assume the defense and growth dialectic for all these positive trends that we have already listed above.

31. Assume that everyone, but especially the more developed persons, prefer responsibility to dependency and passivity most of the time.

32. Assume that people will get more pleasure out of loving than they will out of hating.

33. Assume that fairly well-developed people would rather create than destroy.

34. Assume that they would rather be interested than be bored.

35. Assume a preference for identity with more of the world, moving toward the ultimate (away from alienation).

36. Assume a yearning for values (truth, beauty, perfection, justice).

1970 Banff Regional Invitational Conference
of School Administrators

BOARD/ADMINISTRATOR RELATIONSHIPS

April 26-28, 1970

Banff School of Fine Arts
Banff, Alberta

Sponsored by the Department of Educational Administration
University of Alberta
Edmonton, Alberta

Banff Conference Advisory Panel - 1969-1970

John J. Hill	Brandon, Manitoba
O. P. Larson	Lethbridge, Alberta
L. L. Ouellette	Brooks, Alberta
W. Podiluk	Saskatoon, Saskatchewan
R. F. Thorstenson	Ladner, British Columbia

The Program

Sunday, April 26, 1970

Pre-Session

9:30 a.m. - 10:00 p.m.	Room Registration	Main Desk
12:00 p.m.	Lunch	Dining Hall
3:00 p.m. - 5:00 p.m.	Conference Registration	Reading Room
5:30 p.m.	Dinner	Dining Hall
6:30 p.m. - 8:30 p.m.	Conference Registration	Reading Room
7:30 p.m.	Planning Session, Group Leaders and Recorders	Location to be announced

Note: Conference Headquarters will be in the Reading Room.

Monday, April 27, 1970

8:00 a.m.	Breakfast	Dining Hall
9:00 a.m.	First General Session Greetings: Dr. Gordon Mowat Keynote Address: Dr. Rolland Jones Superintendent Edmonton Public Schools "BOARD/SUPERINTENDENT RELATIONSHIPS - THE IDEAL"	Room 805
10:15 a.m.	Coffee Break	
10:30 a.m.	Small Group Sessions	Rooms 201-205
11:15 a.m.	General Session - Questions from the Groups	Room 205
12:30 p.m.	Lunch	Dining Hall
1:45 p.m.	Second General Session "OPERATIONALIZING THE 'IDEAL' BOARD/SUPERINTENDENT RELATIONSHIPS" Mr. Frank Beinder, Board Member, Trail, B. C. Dr. F. J. Gathercole, Director of Education Saskatoon, Saskatchewan	Room 205
2:45 p.m.	Coffee Break	
3:00 p.m.	Questions from the Floor	Room 205
6:00 p.m.	Dinner	Dining Hall
7:00 p.m.	No-Host Social Hour	Reading Room

Tuesday, April 28, 1970

8:00 a.m.	Breakfast	Dining Hall
9:00 a.m.	Third General Session "FUTURE CHANGES IN EDUCATION AND BOARD/ADMINISTRATOR RELATIONSHIPS" Dr. Francis Thiemann, Department of Educational Administration University of Alberta	Room 205

12:30 p.m.	Lunch	Dining Hall
1:30 p.m.	Problem-Solving Sessions Small Groups (Discussion topics to be posted)	Rooms 201-205
3:00 p.m.	Coffee and Adjournment	

Banff Regional Invitational Conference for School Administrators

Small Group Lists

Chairman - Group I

G. H. Dawe
Red Deer, Alta.

John Bergen
University of Alberta
Edmonton, Alta.

MacDonald Burbridge, Recorder
North Vancouver, B. C.

Clarence Kloepfer
Stettler, Alta.

C. MacDonald,
Red Deer R.C.S.S.D.
Red Deer, Alta.

Stirling McDowell
Sask. Teacher' Federation
Saskatoon, Sask.

Vince Maloney
St. Albert, Alta.

Alastair Mont
Lethbridge, Alta.

F. M. Riddle
Medicine Hat, Alta.

J. J. Hill
Brandon, Man.

Banff Regional Invitational Conference for School Administrators

Small Group Lists

Chairman - Group II W. A. Herle
Regina, Sask.

K. R. Biddell
Medicine Hat, Alta.

Don LaBelle
St. Albert, Alta.

W. E. Lucas
North Vancouver, B.C.

S. G. Maertz, Recorder
Alberta School Trustees' Assoc.
Edmonton, Alta.

Philip G. Nsai
University of Calgary
Calgary, Alta.

H. J. Curtis
St. Boniface, Man.

Frank McGrath
Saskatoon, Sask.

Banff Regional Invitational Conference for School Administrators

Small Group Lists

Chairman - Group III	Colin McKenzie Trail, B. C.
	L. H. Blackbourne Lethbridge, Alta.
	R. A. Gray Medicine Hat, Alta.
	Nick Hrynyk Alberta Teachers' Assoc. Edmonton, Alta.
	W. D. Knill University of Alberta Edmonton, Alta.
	J. A. Komanchuk Medicine Hat, Alta.
	A. Proudfoot University of Calgary Calgary, Alta.
	J. W. Tait Sask. School Trustees' Assoc Regina, Sask.
	Nick Iannone Graton R.C.S.S.D. Regina, Sask.
	R. B. Lawson Red Deer, Alta.
	Walter Podiluk, Recorder Saskatoon, Sask.

Banff Regional Invitational Conference for School Administrators

Small Group Lists

Chairman - Group IV

J. W. Downey, recorder
St. Boniface, Man.

J. E. Beech
Surrey, B. C.

O. P. Larson,
Lethbridge, Alta.

W. G. Manning
Saskatoon, Sask.

Eric Murray
Medicine Hat, Alta.

Bert Strain
Stettler, Alta.

G. A. Tersmette
Calgary, Alta.

K. Burgess
Brandon, Man.

Banff Regional Invitational Conference for School Administrators

Small Group Lists

Chairman - Group V	J. V. Van Tighem Calgary, Alta.
	Frank Beinder Trail, B. C.
	F. J. Gathercole Saskatoon, Sask.
	T. E. Giles University of Calgary Calgary, Alta.
	E. K. Hawkesworth Alberta Dept. of Education Edmonton, Alta.
	Gordon Mowat University of Alberta Edmonton, Alta.
	R. F. Thorstenson Delta, B. C.
	G. H. Nelson, Recorder Coquitlam, B. C.

1970 BANFF REGIONAL CONFERENCE

SUPPLEMENTAL PUBLICATION ORDER FORM

The papers and summarized discussions presented at this conference will be multilithed and bound in a form similar to that of previous publications. Each school district will be mailed one copy for each registered delegate from that district. Additional copies at two dollars and seventy-five cents ($2.75) per copy may be ordered on this form.

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